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THE WHITE HOUSE WASHINGTON

August 1, 1978

Jim McIntyre

The attached was returned in the President's outbox today and is forwarded to you for appropriate handling. The note to Jay Solomon has already been sent.

Rick Hutcheson

cc: Stu Eizenstat
Bob Lipshutz
Jack Watson

| FOR STAFFING | | | | |
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THE WHITE HOUSE WASHINGTON

8/1/78

Mr. President:

Attached are comments from Eizenstat and McIntyre on the Jay Solomon memo which you have already seen.

Watson and Lipshutz concur with Stu's comments.

Rick

Administrator

July 21, 1978

The President
The White House
Washington, D.C. 20500

Dear Mr. President:

I am sorry that I took so long to get this paper to you. The issues and questions are of the utmost importance and I wanted to consider them fully before writing to you.

Jim Mi Intyre-Go Help Jay, th him over this know. I let me can dowhat I can do-

The problems that GSA has had in fulfilling its mandate were (1) weak leadership (2) lack of clout and (3) support from the White House. For that reason I feel it is imperative that, as you suggested, you spend two or three hours at GSA to discuss the issues raised. This meeting with our top management will evidence your support of our initiatives to make GSA and this Government efficient, cost savings oriented and more responsive to its customers.

I will be happy to answer any questions you may have concerning the issues raised in the enclosed paper.

Yours very truly,

JAY SOLOTION Administrator

Enclosure

of the Administrator

Administration Administrator Washington, DC 20405

MEMORANDUM FOR:

The President

FROM:

Jay Solomon

SUBJECT:

Improvements in Administrative Operations

During our recent conversation you suggested that I develop a paper which would explain in some detail the ways in which the General Services Administration can help you better manage the Federal government and reduce cost. Rather than focusing only on GSA issues, I have attempted to identify general government administrative activities which merit your attention.

A major goal of your Administration is to cut the cost of the Federal government. Proposition 13 makes this goal particularly visible. However, there are formidable obstacles to actually cutting costs. Presidents and appointed officials are remembered for policy and program initiatives and accordingly, this is where they spend their time. They are not remembered for management efficiency since efficient administrative management requires doing many things well on a sustained basis. Unfortunately, political appointees generally enjoy a relatively short tenure.

A difficulty in accomplishing this goal is that there is no overall strategy for containing administrative costs. When national defense expenditures are excluded, the FY 1979 budget includes expenditures of \$80 billion for administrative services. While it is difficult to assign a precise dollar figure, it is clear that administrative costs consume 20 to 25 percent of all new non-defense related expenditures. This appears to be an excessive amount to spend for transportation, housing, communications, printing, supplies, consultant services, and contracting required by the Federal work force.

Furthermore, an administrative cost reduction program, despite its theoretical appeal, would create opposition from government employees who object to strict oversight of spending practices, from businessmen who see limited government purchasing, and from consultants whose clients are predominately government agencies. As things now stand, there is little effective oversight, management incentive, or consistent enforcement of expenditures incurred for administrative resources. The primary concern of agencies is with the accomplishment of their policy and program objectives. In OMB, the budget effort is substantially (and appropriately) focused on program cost and content, not on the cost of administrative services. The limited management resources of OMB are largely spent on improving organization and management processes (PPB, ZBB, MBO), not cost reduction. (The recent cash management project is a notable exception.)

One approach to cutting overhead costs, of course, would be to issue an edict that every department and agency cut administrative costs by, say 10 percent. However, this approach will be attacked—with some justice—as being arbitrary and unjust. (Note the Congressional debate on cutting back HEW's budget request by 2 percent across the board.) Moreover, the process of trying to reduce administrative costs typically bogs down as people appeal for exceptions—the situation is analogous to the imposition of price controls.

Savings are also possible through consolidation of management responsibility and improved administration of programs. I have listed below a number of selected administrative issues which offer opportunities for substantial financial savings and improved government operations.

Real Property

In FY 1976, over 50 subunits in 22 Federal agencies were involved in construction activities totalling over \$5.7 billion, 60% of which was performed by organizations in the DOD and 40% by the civilian agencies. GSA's construction activities during this period represented 5% or approximately \$300 million.

While it may not be practical to centralize all real property policy and audit authority in GSA, I suggest that an increased concentration of that authority in GSA would be beneficial in establishing government-wide standards for construction and the implementation of energy, urban and other national policy initiatives. This fragmentation is further wasteful in that 22 different systems of construction are used with the accompanying 22 different systems of regulations.

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Telecommunications expenditures are growing rapidly, and existing cost controls are inadequate as a means to stem this growth. For example, Federal long distance calling (FTS system) has increased

at almost twice the commercial rate since FY 1966. Approximately 1,000,000 phones are connected to the FTS system. GSA can institute and agressively pursue effective cost control measures, including restrictions on telephone access to FTS. Presently, no single agency is responsible for inspecting, monitoring and general oversight functions.

Telecommunications policy is fragmented among OMB, Commerce, DOD and GSA, causing confusion and duplication. This problem could be mitigated by establishing an agreement with OMB, Commerce, GSA and DOD, which clearly delineates policy responsibilities. For example, OMB recently issued a circular on telecommunications which clearly duplicates GSA regulations.

Technological environment of the 1980's will demand greater central management of telecommunications. Long-range planning efforts should be more fully integrated with operating ADTS programs to ensure that service capabilities are consistent with existing technology.

Improved Clarity in Government Regulations

The Office of the Federal Register now provides instructions to agency officials who write regulations, to help them write more clearly. Yet, regulations received by the Office of Federal Register cannot be edited or amended by that office no matter how poorly written. The Federal Register should have the authority to reject any public notice that is poorly drafted or difficult to understand.

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There is no agency charged with the mission of developing programs that focus on the achievement of broad government objectives through the management and optimum exploitation of available ADP and other communications equipment and technology. The Office of Management and Budget acts as neutral broker in the resolution of disputes covering some aspects of the procurement or utilization of ADP equipment, but it is not an advocate for the effective use of ADP and communications to achieve programmatic or strategic ends.

The planning and utilization of activities mentioned above are extremely important in that the information processing area offers a mechanism by which the Federal government can control personnel-related costs such as space, supplies and travel in addition to the more obvious personnel costs of salary and benefits. A Federal government policy of "zero Federal employment growth" utilizing

ADP and communications technology could have a major impact on Federal budget planning and on the planning of major agency programs requiring increased personnel ceilings.

Uniform Relocation Assistance

There are flaws in the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, which was enacted to establish a uniform policy for the fair and equitable treatment of persons displaced as a result of Federal and Federally-assisted programs. Some of these flaws could be mitigated by direct Executive action; others will require Congressional clarifications and legislative action.

Uniform policy has not been effected in this program which has expended over \$1.4 billion to date, because various Executive agencies insist on varied formulas for establishing eligibility and entitlements.

The Relocation Assistance Implementation Committee, which I chair, was established to coordinate Federal agencies' regulations and practices. The committee has been unable to bring about the uniformity prescribed by the Act because it lacks authority to rule on differences in agencies' positions. Aggressive action to remedy the flaws in this program could result in the more effective and efficient accomplishment of the goals embodied in the Act.

Vehicle Management

The domestic Federally-owned fleet consists of 340,000 vehicles with a replacement value of approximately \$2 billion. GSA controls only 80,000 of the fleet. In fact, the motor pool concept exists only as a fiction. Of the 80,000 controlled by GSA, only 10,000 are housed in motor pools. The remainder are on permanent loan to agencies. The annual operating costs of this fleet approximate \$750 million. Another \$250 million is expended for leased vehicles and employee-owned vehicles used on official business.

Neither GSA nor any of the other agencies has authority to prescribe government-wide fleet management practices such as utilization, assignment criteria, operation, maintenance, cost and inventory controls.

GSA could perform a centralized operations and management function for the Federal fleet at substantial savings. This option is being considered by the Reorganization Project and will require a change in legislative authority.

Records Management

Substantial savings can be achieved through an expansion of the National Archives record management activities. This would permit an increase in our inspections of agencies' records management programs and practices, multi-agency studies in order to develop standard records systems applicable to several agencies, and our development of records management training materials. An attempt would be made to improve the process of acquiring office equipment such as word processing equipment which tends to be greatly underutilized, and records management program improvement surveys which we would use to focus top agency management attention on ways in which their records management program could be improved.

Paperwork Management

Currently each Federal agency may prescribe the length of time members of the public must keep their personal or business records to satisfy some Federal program requirements. As a consequence many of the requirements are vague or excessively long. No check exists to see if the requirements are valid. The National Archives and Records Service (NARS) could effectively add that responsibility to their existing work of reviewing retention periods for Federal records.

Supply Management and Control

The Federal Supply Service has during the last decade drifted into a management philosophy which permits too much flexibility in providing for consumer requests. This policy has led to a situation in which there is very little cost control. FSS was created as a cost reduction unit, not as a counterpart to commercial retail outlets. I intend that the FSS initiate a new policy regarding the types of items supplied and the policies.

A further difficulty is the proliferation of unnecessary items in self-service stores which are supposed to be operated by GSA.

Public Utilities Management

GSA has overall responsibility for the procurement of public utilities services consumed by Federal agencies, and for representation of Federal interests before regulatory bodies. Several agencies also procure utilities under either a statutory exemption (DOD) or separate authority. The latter include USDA, HUD, TVA,

CIA, FAA and VA. In the past, GSA has intervened in rate hearings before regulatory bodies in order to secure lower rates for government users. While GSA has the authority, it has not exerted adequate leadership on utilities management policies and conservation programs. GSA can and should seek to improve its performance in each of the areas noted above.

Whatever steps you direct to achieve cost reductions and increase efficiency, it is imperative that the agency or agencies given oversight and enforcement authorities have top level support. While much of the legislative authority required to resolve the problems noted above is already vested in GSA, enforcement authority has suffered because of procedural details, conflicting areas of jurisdiction and split authorities. In addition to the key areas addressed in the present paper, I am enclosing a summary of major GSA issues that you may regard as being of serious concern.

I will of course put whatever GSA resources you deem appropriate to work in dealing with the issues you feel call for action. Should you wish to explore any of these issues further, I look forward to discussing them with you.

Enclosures

SUMMARY OF ADDITIONAL ISSUES

REAL PROPERTY

Centralized versus Decentralized

o 69% of GSA leases are for 5,000 sq. ft./less and agencies favor delegation of that authority.

Delegating authority to agencies for leases under 5,000 sq. ft. would result in improved service.

o GSA building services lack definitive performance standards and selected services (painting, maintenance, heating/cooling) are poorly rated.

Establishing more definitive uniform performance standards applicable nationwide, and instituting systems to periodically evaluate regional office performance against standards will improve GSA review.

o Real property disposal activities lack tight central control within Federal Government.

Rescinding real property disposal delegations to agencies and speeding up property utilization survey activities will improve real property disposal.

Fixed Limitations

- o Efficient delivery of real property services is hindered by threshold restraints and other statutory/budgetary restrictions, including:
 - -- Economy Act
 - -- Davis-Bacon Act
 - -- Miller Act
 - -- Service Contract Act
 - -- E.O. 11512
 - -- OMB ceilings and funds apportionment

An effort is needed to develop a comprehensive legislative reform package for submission to the 96th Congress.

Funding Mechanisms

- o The Federal Building Fund does not operate as a true revolving fund because of Congressional spending limits and requirement to turn subfund excesses back to Treasury.
 - A legislative proposal will be developed either to put FBF on full revolving fund basis, or allow 10% reprogramming authority between subfunds.

Centralized versus Decentralized Management

GSA central management authority is vague, and extensive delegations to agencies are unchecked.

Outstanding delegation to agencies and, as provided for in Federal Property and Administrative Services Act, should be reviewed and delegations not justified by reasons of economy or mission requirements rescinded.

Centralized versus Decentralized Acquisition

Acquisition authority has been delegated in large measure to agencies, and potential economies through bulk procurement have not been realized.

Delegate to the agencies for telecommunications and ADP procurement under \$300,000, and concentrate GSA resources on large buys rather than high volume, low dollar purchases which now tie up GSA staff unnecessarily.

Common-use versus Agency-operated Systems

Modern technology negates previous justification for separate agency systems based on security, priorities, etc., but GSA has not moved to eliminate them.

Comprehensive review of agency-operated systems and exercising the authority under the Act to promote incorporation into common-use systems where warranted would result in significant economies.

Relationship of Telecommunications to ADP

Organizational separation of ADP and telecommunications functions within GSA ignores the merging nature of the two technologies.

ADTS should be restructured to integrate telecommunications and ADP programs along functional lines in order to provide comprehensive service to customers and facilitate overall planning.

National Communications System

Goal of emergency interoperability for which NCS was established in 1963 has not been realized; GSA could do so.

This will require a Presidential decision to amond B.O. which established NCS to transfer authority from DOD to GSA to ensure emergency interoperability of Government communications systems.

ARCHIVES AND RECORDS

Adequacy of Records Management Authorities and Resources

GSA authorities are generally adequate, but resource limitations prevent realization of significant economies and improvements, e.g., Commission of Federal Paperwork said total paperwork costs in Government are \$43 billion/year.

One solution would be to promote passage/implementation of pending legislation to make general records schedules mandatory and increase timeliness of records management surveys and studies.

Scope and Effectiveness of Records Management Services

Operational services offered by GSA (records centers, research) are good, but training efforts need to be updated and more available.

Updating scope, quality and availability of interagency training and technical guidance programs will improve the program.

Adequacy of Archival Authorities

Historical records collections are maintained by at least a dozen major departments and agencies at greater cost than the Archives and with inconsistent preservation methods.

Legislative change should be explored requiring transfer of historical records to NARS after 30 years instead of current 50 years and to grant NARS sole authority to prescribe government-wide preservation requirements.

SUPPLY AND SUPPORT SERVICES

Supply Services

o At least 12 agencies operate major wholesale supply systems; greater uniformity/less duplication can be achieved through a National Supply System. Substantial duplication of depots exists and efforts are ongoing to establish consolidation criteria.

The implementation of the National Supply System should be expedited.

o Federal Supply Service operations are fragmented and loosely controlled; procurement responsibilities are scattered both in headquarters and the field.

FSS should be restructured to eliminate overlapping authorities among CO, commodity centers, and regional offices. Concentrate actual procurement operations in one or two locations for all commodities.

Support Services

o Duplication of surplus property disposal exists due to GSA authority delegations and inefficiency results.

We are considering rescinding existing delegations to agencies for surplus property disposal.

o Duplication exists throughout Government due to lack of cooperative, multi-tenant services.

Establishing pilot projects in 6 - 10 Federal buildings around the country would demonstrate feasibility of commonly provided services provided tenant agencies are willing and OMB agrees to transfer resources necessary to administer pilot projects to GSA.

o Central direction of Government traffic management programs is lacking.

We plan to seek clarification of GSA central traffic management authority. Use clarification to enhance strong central management by GSA.

Regulatory and Advisory Services

o GSA development and issuance of Government-wide regulations is fragmented and agency implementation is inconsistent and unchecked. GSA intra-agency training and technical advisory efforts are loosely coordinated and largely ineffective.

We are considering consolidating responsibilities for Government-wide regulations, training and advisory services in a proposed Office of Acquisition.

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THE WHITE HOUSE

WASHINGTON

August 1, 1978

MEMORANDUM FOR:

THE PRESIDENT

FROM:

STU EIZENSTAT

SUBJECT:

Solomon Memo on Improvements in GSA

There appear to be a number of sound and worthwhile projects suggested here. Before you authorize Solomon to proceed, however, it would be useful to have more information. For example:

- o What are the potential cost savings of each of these proposals? If we have limited management resources it would be best to focus on the areas with the greatest potential returns.
- o How will other Cabinet officers view these changes? Many of these proposals, especially those for centralization of authority in GSA for decisions now made by agencies, may precipitate bitter bureaucratic wars. Before you give approval you need to know what problems lie ahead, and how much of your time and staff time will be needed to arbitrate.

Both from a practical and a political standpoint I believe that we need to evaluate carefully the major changes proposed here. Centralized decision-making in GSA might as easily slow down and complicate some government functions as speed and simplify them. Obviously also, recent criticism of GSA in the press and the Congress makes this an awkward time to load the agency with new responsibilities.

I recommend that you encourage Jay to work closely with Jim McIntyre, members of the Cabinet and me to develop a more detailed set of mutually agreed on proposals. A suggested response is attached.

THE WHITE HOUSE washington August 1, 1978

To Jay Solomon

Many of these proposals appear to be constructive and needed changes. Please work closely with Jim McIntyre, Stu Eizenstat, Jack Watson and members of the Cabinet to develop a detailed, mutually agreeable plan of action. Let me know if you encounter problems.

Sincerely,

The Honorable Jay Solomon Administrator General Services Administration Washington, D.C. 20405



EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

JUL 25 1978

ADMINISTRATIVELY CONFIDENTIAL

MEMORANDUM FOR THE PRESIDENT

FROM:

James T. McIntyre, Jr.

SUBJECT:

Solomon Memorandum on Improvements in

Administrative Operations

Jay Solomon's paper on Administrative Services in the Federal government summarizes some of the early findings of our reorganization study of the GSA. The analysis does not give a complete picture of what we are finding, nor of the Federal agency views of what needs to be done to improve the situation.

GSA is now in the midst of a major investigation of its activities by internal investigators and the Department of Justice. Service levels which have long been the source of complaint by Federal agencies are now dropping even further. Leadership arguments within GSA worsen the problem. As a result, the agency is largely unable to set standards for others to follow and to provide adequate support to Federal operations through the provision of administrative services.

We have been working through the reorganization effort to develop--together with the Cabinet Assistant Secretaries for Administration--both organizational and procedural solutions to save money and maintain a responsiveness to program needs. Uniformly, the major Federal agencies believe that GSA should not be given additional authority until they do well those things for which they are now responsible. GSA has lost much of its credibility and therefore its "clout." Improvements must be specifically designed so as to constitute a significant departure from past practices and perhaps from the current structure.

We are in the process of developing such recommendations for you, with the cooperation and best thinking of your department and agency heads. We hope to have proposals for your consideration by mid-September Finally, while we are considering budget reductions in administrative services, it is of real concern that GSA service levels not continue to deteriorate. Jay Solomon should be encouraged to concentrate his efforts on better performance and the utilization of findings of the administrative task force to improve the existing operations of the GSA.

DATE:

24 JUL 78

FOR ACTION: STU EIZENSTAT

JACK WATSON

WASHINGTON

BOB LIPSHUTZ

JIM MCINTYRE (Collando

INFO ONLY: THE VICE PRESIDENT

PHIL WISE

JODY POWELL

FRAN VOORDE

SUBJECT:

SOLOMON MEMO RE IMPROVEMENS IN ADMINISTRATIVE OPERATIONS

- RESPONSE DUE TO RICK HUTCHESON STAFF SECRETARY (456-7052) +
- BY:

ACTION REQUESTED: IMMEDIATE TURNAROUND

STAFF RESPONSE: () I CONCUR. () NO COMMENT. () HOLD.

PLEASE NOTE OTHER COMMENTS BELOW:

Administrator

July 21, 1978

The President
The White House
Washington, D.C. 20500

Dear Mr. President:

I am sorry that I took so long to get this paper to you. The issues and questions are of the utmost importance and I wanted to consider them fully before writing to you.

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General Services Office of the

Administration Administrator Washington, DC 20405

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A further difficulty is the proliferation of unnecessary items in self-service stores which are supposed to be operated by GSA.

Public Utilities Management

GSA has overall responsibility for the procurement of public utilities services consumed by Federal agencies, and for representation of Federal interests before regulatory bodies. Several agencies also procure utilities under either a statutory exemption (DOD) or separate authority. The latter include USDA, HUD, TVA,

CIA, FAA and VA. In the past, GSA has intervened in rate hearings before regulatory bodies in order to secure lower rates for government users. While GSA has the authority, it has not exerted adequate leadership on utilities management policies and conservation programs. GSA can and should seek to improve its performance in each of the areas noted above.

Whatever steps you direct to achieve cost reductions and increase efficiency, it is imperative that the agency or agencies given oversight and enforcement authorities have top level support. While much of the legislative authority required to resolve the problems noted above is already vested in GSA, enforcement authority has suffered because of procedural details, conflicting areas of jurisdiction and split authorities. In addition to the key areas addressed in the present paper, I am enclosing a summary of major GSA issues that you may regard as being of serious concern.

I will of course put whatever GSA resources you deem appropriate to work in dealing with the issues you feel call for action. Should you wish to explore any of these issues further, I look forward to discussing them with you.

Enclosures

SUMMARY OF ADDITIONAL ISSUES

REAL PROPERTY

Centralized versus Decentralized

- o 69% of GSA leases are for 5,000 sq. ft./less and agencies favor delegation of that authority.
 - Delegating authority to agencies for leases under 5,000 sq. ft. would result in improved service.
- o GSA building services lack definitive performance standards and selected services (painting, maintenance, heating/cooling) are poorly rated.
 - Establishing more definitive uniform performance standards applicable nationwide, and instituting systems to periodically evaluate regional office performance against standards will improve GSA review.
- o Real property disposal activities lack tight central control within Federal Government.
 - Rescinding real property disposal delegations to agencies and speeding up property utilization survey activities will improve real property disposal.

Fixed Limitations

- o Efficient delivery of real property services is hindered by threshold restraints and other statutory/budgetary restrictions, including:
 - -- Economy Act
 - -- Davis-Bacon Act
 - -- Miller Act
 - -- Service Contract Act
 - -- E.O. 11512
 - -- OMB ceilings and funds apportionment

An effort is needed to develop a comprehensive legislative reform package for submission to the 96th Congress.

Funding Mechanisms

o The Federal Building Fund does not operate as a true revolving fund because of Congressional spending limits and requirement to turn subfund excesses back to Treasury.

A legislative proposal will be developed either to put FBF on full revolving fund basis, or allow 10% reprogramming authority between subfunds.

Centralized versus Decentralized Management

GSA central management authority is vague, and extensive delegations to agencies are unchecked.

Outstanding delegation to agencies and, as provided for in Federal Property and Administrative Services Act, should be reviewed and delegations not justified by reasons of economy or mission requirements rescinded.

Centralized versus Decentralized Acquisition

Acquisition authority has been delegated in large measure to agencies, and potential economies through bulk procurement have not been realized.

Delegate to the agencies for telecommunications and ADP procurement under \$300,000, and concentrate GSA resources on large buys rather than high volume, low dollar purchases which now tie up GSA staff unnecessarily.

Common-use versus Agency-operated Systems

Modern technology negates previous justification for separate agency systems based on security, priorities, etc., but GSA has not moved to eliminate them.

Comprehensive review of agency-operated systems and exercising the authority under the Act to promote incorporation into common-use systems where warranted would result in significant economies.

Relationship of Telecommunications to ADP

Organizational separation of ADP and telecommunications functions within GSA ignores the merging nature of the two technologies.

ADTS should be restructured to integrate telecommunications and ADP programs along functional lines in order to provide comprehensive service to customers and facilitate overall planning.

National Communications System

Goal of emergency interoperability for which NCS was established in 1963 has not been realized; GSA could do so.

This will require a Presidential decision to amend E.O. which established NCS to transfer authority from DOD to GSA to ensure emergency interoperability of Government communications systems.

ARCHIVES AND RECORDS

Adequacy of Records Management Authorities and Resources

GSA authorities are generally adequate, but resource limitations prevent realization of significant economies and improvements, e.g., Commission of Federal Paperwork said total paperwork costs in Government are \$43 billion/year.

One solution would be to promote passage/implementation of pending legislation to make general records schedules mandatory and increase timeliness of records management surveys and studies.

Scope and Effectiveness of Records Management Services

Operational services offered by GSA (records centers, research) are good, but training efforts need to be updated and more available.

Updating scope, quality and availability of interagency training and technical guidance programs will improve the program.

Adequacy of Archival Authorities

Historical records collections are maintained by at least a dozen major departments and agencies at greater cost than the Archives and with inconsistent preservation methods.

Legislative change should be explored requiring transfer of historical records to NARS after 30 years instead of current 50 years and to grant NARS sole authority to prescribe government-wide preservation requirements.

SUPPLY AND SUPPORT SERVICES

Supply Services

o At least 12 agencies operate major wholesale supply systems; greater uniformity/less duplication can be achieved through a National Supply System. Substantial duplication of depots exists and efforts are ongoing to establish consolidation criteria.

The implementation of the National Supply System should be expedited.

o Federal Supply Service operations are fragmented and loosely controlled; procurement responsibilities are scattered both in headquarters and the field.

FSS should be restructured to eliminate overlapping authorities among CO, commodity centers, and regional offices. Concentrate actual procurement operations in one or two locations for all commodities.

Support Services

o Duplication of surplus property disposal exists due to GSA authority delegations and inefficiency results.

We are considering rescinding existing delegations to agencies for surplus property disposal.

o Duplication exists throughout Government due to lack of cooperative, multi-tenant services.

Establishing pilot projects in 6 - 10 Federal buildings around the country would demonstrate feasibility of commonly provided services provided tenant agencies are willing and OMB agrees to transfer resources necessary to administer pilot projects to GSA.

o Central direction of Government traffic management programs is lacking.

We plan to seek clarification of GSA central traffic management authority. Use clarification to enhance strong central management by GSA.

Regulatory and Advisory Services

o GSA development and issuance of Government-wide regulations is fragmented and agency implementation is inconsistent and unchecked. GSA intra-agency training and technical advisory efforts are loosely coordinated and largely ineffective.

We are considering consolidating responsibilities for Government-wide regulations, training and advisory services in a proposed Office of Acquisition.

THE WHITE

WASHINGTON

DATE:

24 JUL 78

FOR ACTION: STU EIZENSTAT

BOB LIPSHUTZ

JACK WATSON

JIM MCINTYRE

INFO ONLY: THE VICE PRESIDENT

PHIL WISE

JODY POWELL

FRAN VOORDE

SUBJECT:

SOLOMON MEMO RE IMPROVEMENS IN ADMINISTRATIVE OPERATIONS

RESPONSE DUE TO RICK HUTCHESON STAFF SECRETARY (456-7052) +

BY:

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THE WHITE HOUSE

WASHINGTON

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JACK WATSON

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INFO ONLY: THE VICE PRESIDENT

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THE WHITE HOUSE WASHINGTON

August 1, 1978

Jerry Rafshoon

The attached was returned in the President's outbox. It is forwarded to you for appropriate handling.

Rick Hutcheson

CAMP DAVID



THE WHITE HOUSE

WASHINGTON

July 31, 1978

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MEMORANDUM FOR THE PRESIDENT

FROM:

JERRY RAFSHOON

It would be a good idea for you to have a previously unannounced meeting at Camp David the weekend of August 12 - 13 for your economic policy team.

Subject: Inflation

Participants: Blumenthal, Schultze, Strauss, Marshall,

McIntyre and Kreps

General recommendations could be made. Specific instructions delivered.

This would be a good opportunity to dramatize that you are focusing on inflation -- which is a higher priority in the public's mind than foreign policy.

EXECUTIVE OFFICE OF THE PRESIDENT OFFICE OF SCIENCE AND TECHNOLOGY POLICY

WASHINGTON, D.C. 20500

August 1, 1978

MEMORANDUM

TO:

THE PRESIDENT

FROM:

Frank Press 4

SUBJECT: Progress Report of Science and Technology Adviser

Scientific and Technological Cooperation with China

- Interagency task forces are reviewing Chinese proposals (space, energy, agriculture, health, training) with recommendations to be presented to you this month.
- A Chinese delegation has been invited here to work out details of their proposal to send students for training in American universities.

Scientific and Technological Cooperation with the USSR

- I am co-chairman, with Deputy Prime Minister Kirillin, for the Senior S&T agreement between the US and USSR. Kirillin has sent word that the cancellation of my visit to arrange next year's program is damaging, but that he will await US proposal for rescheduling.
- Activity under the S&T agreement at the working level is continuing.

Space Policy

This is a review of overall space policy which you asked for completion by September; draft task force reports on policy options for more rapid transition to the shuttle, remote sensing, space science, next generation communication technology, sharing technology by user agencies, and commercial uses of space are completed.

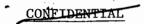
Foundation for International Technological Cooperation

You approved the concept of FITC as a small, professional entity with the purpose of catalyzing and coordinating appropriate US science and technology to help developing countries.

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- o The Rockefeller and Ford Foundations were so impressed with the concept that they offered an unsolicited contribution of up to \$10M for its support.
- A small, temporary planning office to structure and prepare the charter for FITC has been set up. Present plans call for establishing FITC by a reorganization procedure, under the DCC chaired by Governor Gilligan. Henry Owen and I will follow its progress.

Industrial Innovation

The Domestic Policy Review of the apparent decreasing ability of American industry to innovate has been launched. The Administration's high level attention to this issue is being received favorably by industry and the press. Task forces have been set up to review the effect on innovation of Federal economic and international policy, regulating policy, procurement policy, and industry structure and attitudes.

ΜX

o An OSTP panel of non-governmental experts from industry and universities is updating the report submitted to you last year, taking into account new intelligence estimates and options under consideration by DOD. Analysis should be completed by September.

Fukuda Proposal for S&T Cooperation

- The Prime Minister, in conversations with you in Washington and Bonn and in a New York speech, proposed joint, cost-shared cooperation for large projects contributing to global needs, e.g., fusion R&D.
- Toward the end of August, US and Japanese representatives will meet to explore possibilities for cooperation. U.S. position will be to have the Japanese pay for expansion of existing projects, thus minimizing US commitment of funds to costly new starts.

CONFIDENTIAL

THE WHITE HOUSE WASHINGTON

August 1, 1978

Stu Eizenstat

The attached was returned in the President's outbox. It is forwarded to you for appropriate handling.

Rick Hutcheson

DOMESTIC POLICY STAFF WEEKLY STATUS REPORT

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THE WHITE HOUSE

WASHINGTON
July 31, 1978

MEMORANDUM FOR:

THE PRESIDENT

FROM:

STU EIZENSTAT

SUBJECT:

Domestic Policy Staff Weekly Status Report

HUMAN RESOURCES

NHI: Secretary Califano's press conference went well. While any break with Senator Kennedy and labor is highly unfortunate, it is virtually unavoidable given their long-held position. I think we are clearly on the right side of this issue -- wanting NHI but in a cautious, fiscally responsibile way. It is important that we maintain that posture and not be tempted to show how "really close" to Kennedy's extremely expensive proposal we can come. We will now work with HEW and the other agencies to try to produce a bill with a realistic chance of passage.

Hospital Cost Containment: It appears that the Finance Committee will report only a limited Medicare/Medicaid reimbursement bill. Senators Nelson and Kennedy will seek to broaden the bill on the floor.

CHAP: The Health Subcommittee of Commerce reported a CHAP bill that is substantially costlier than the Administration's bill. The bill may be taken up by the full committee during the week of July 31.

Welfare Reform: Our staff is working closely with the relevant agencies to prepare a decision memo for you requesting authority to negotiate a bipartisan bill to be introduced next year.

Pension Commission: PRP has some ERISA reforms they want to announce along with our naming a new chairman. The ERISA reforms have to be announced within the next ten days. We have no word yet on Mr. Kirbo's replacement.

Vietnam Veterans PRM: Our completed PRM memo is on its way to you. You will be meeting with the Congressional Caucus of Vietnam Veterans on Tuesday morning. We will brief you prior to your meeting.

EMPLOYMENT

Humphrey-Hawkins: This bill will be on the Senate floor soon, when we will need to undertake a substantial effort to defeat unrealistic amendments on inflation and GNP goals, and legislative vetos.

Jague

ENERGY

<u>Solar Domestic Policy Review</u>: Assistant Secretaries from participating agencies have been briefed on DPR progress. Drafting of response memorandum due to begin next week.

CRBR: The DOE Authorization bill, which contains the CRBR provision, is likely to be withheld from the floor of both House and Senate until completion of natural gas bill action.

<u>Dole Amendment</u>: Treasury Appropriations bill conferees will not be named until after action on natural gas is completed.

NEP: Natural gas conference report scheduled to come to Senate floor August 3 or 4. First cloture vote likely to occur August 10 or 11, with votes on each day thereafter. Working with DOE and Frank Moore to secure needed cloture votes and with Rafshoon and Wexler on public strategy on natural gas and energy overall.

URBAN POLICY

We continue to work with Frank and Anne to move major urban initiatives through the Congress. Focusing on Supplemental Fiscal Assistance, Labor Intensive Public Works and State Incentive Program.

Secretary Brown is appealing your urban policy decision to target a limited amount of Defense procurement to high unemployment areas. Memorandum from Secretary Brown and me early next week.

AGRICULTURE

Sugar Policy: Congressman Vanik has agreed to sponsor a modified version of the Administration's original proposal and to hold hearings before his Subcommittee. The modified version will provide for a market price of 14.5 cents, strengthen the hired labor provision, and exclude reference to direct payments (since we can use existing authority for this purpose.)

Meat Imports: The USDA has designed an alternative counter-cyclical adjustment formula. We will be forwarding a decision memorandum soon.

Meeting with Livestock Producers: The response to your meeting of last Tuesday, July 25 with representatives of the cattle industry has been extremely positive. Senator Clark has conveyed his appreciation.

NATURAL RESOURCES

Water Policy: Follow-up continues.

Endangered Species: We are now focusing on the House to attempt to obtain a strengthened Culver-Baker amendment as an end result. We are maintaining our position that no amendments are necessary, hoping to achieve a minimally-damaging result from the Congress. The House Committee will not report an amendment until after the TVA-Interior report on Tellico is issued August 10.

Outer Continental Shelf: The Conference Committee has reported its bill.

Alaska d(2) Lands: We continue to work closely with Frank Moore's staff and Interior on legislative strategy in the Senate. We are also working with Interior and Justice on "contingency plans" should no legislation pass this year. We expect a memorandum on this subject from Interior next week.

Cross-Florida Barge Canal: We are working with the Florida Senators and the State on deauthorization legislation. A hearing was held in the Senate this week where the Administration supported the Senators' deauthorization proposal and laid out our restoration plan.

Deep Sea Mining: The bill passed the House this week. Senate action is not likely this year, although the Law of the Sea negotiations in August will probably be helped by the legislative action in the House.

HOUSING AND URBAN DEVELOPMENT

1979 Housing Authorization Bill: Last week both Houses completed action on the 1979 omnibus housing authorization bill, but we expect a long and difficult conference. The major issue is the one-house veto in the House bill, which was rejected 65-29 in the Senate. There are many difficult issues, however, including the Senate provision which would repeal HUD's field reorganization, and a House provision which would

restrict the use of Community Development funds for low- and moderate income persons. We are working with Anne, Frank and HUD and will present recommendations to you for Conference strategy next week.

GOVERNMENT REFORM

Civil Service: House floor consideration is expected sometime between August 9 and 15. A procedure has been worked out with the Rules Committee which will facilitate eliminating the Hatch Act and Firefighter Titles on the floor through raising points of order. We are working with Scotty Campbell and Frank's staff on possible floor amendments on the Senior Executive Service, labor relations, and standard for judging employee discipline. A series of briefings has been arranged by Frank's staff for House Democratic legislative aides where our reform proposals will be presented, and meetings with members are being arranged. Although the date for Senate floor action is uncertain, we are meeting to consider possible floor amendments. We have decided not to move further on our consultations with Senator Cranston's staff on possible compromise positions in the Veterans Preference area until we see what happens with the House floor vote.

Lobby Reform: Lobby reform has reached an impasse in the Senate Governmental Affairs Committee. Senator Ribicoff has said he will not floor manage a bill weakened by Muskie/Mathias Amendments offered in committee. Although Muskie has agreed not to block any bill being reported from committee, he refuses to floor manage any bill. All Senators are concerned about a possible filibuster or numerous amendments on the Senate floor. We will work with staffs of the relevant Senators to see if a compromise can be worked out, but it does not look hopeful.

MISCELLANEOUS

<u>Privacy:</u> The draft options memo for the Privacy PRM has been circulated to the agencies for comment. We estimate you will get the final report in early September.

THE WHITE HOUSE WASHINGTON

August 1, 1978

Frank Moore

The attached was returned in the President's outbox last night and is forwarded to you for appropriate handling.

The copies to Sec. Blumenthal and Sec. Califano have already been sent.

Rick Hutcheson

THE WHITE HOUSE WASHINGTON

July 31, 1978

To Congressman Les AuCoin

Thanks for your recent letter bringing to my attention the correspondence from Thomas P. Joseph, Jr., Chairman of the Board of Marylhurst Education Center.

As you know, one of my strongest commitments is to work toward the elimination of waste and inefficiency in government.

I have asked the two departments to use the same wording in the equal opportunity statement. I appreciate your courtesy in taking the time to make me aware of this matter.

Sincerely,

The Honorable Les AuCoin U.S. House of Representatives Washington, D.C. 20515

cc: Secretary Michael Blumenthal (* enc.)
Secretary Joseph Califano "



THE WHITE HOUSE washington

July 28, 1978

Jusan

FOR:

THE PRESIDENT

FROM:

FRANK MOORE

The attached letter has been prepared for your signature.

To Congressman Les AuCoin: Thanks for your letter bringing to my attention the example of government waste and inefficiency. (Response prepared per your request on the mail summary, logged: 7-27).

LES AUCOIN 1st District. OREGON



CONGRESS OF THE UNITED STATES

HOUSE OF REPRESENTATIVES WASHINGTON, D.C. 20515

July 24, 1978

The Honorable Jimmy Carter President of the United States The White House Washington, D.C. 20500

JUL 27 1978

Dear Mr. President:

Recently a constituent of mine brought to my attention requlations issued by two different federal agencies, ordering Marylhurst College, of which my constituent is a member of the Board of Trustees, to adopt two almost identical resolu-The regulations, issued by the Department of Health, Education and Welfare and the Internal Revenue Service, were issued independently of each other.

As you know, one of the most common charges hurled at government today concerns the lack of coordination among government agencies. This lack of coordination often leads to a duplication of rules and regulations, causing higher costs and fueling inflation.

I am aware of your firm commitment to eliminate waste and inefficiency in government. I would suggest the case brought up by my constituent is one that is ripe for action. Logically, it would appear that the wording of the resolutions required by the two agencies could be consolidated, thereby reducing the amount of time required to comply with regulations leading to essentially one goal. This would be beneficial both to the government, and to the private organizations involved.

I have enclosed a copy of my constituent's letter, for your consideration. As you can see, the only difference in the two resolutions is the addition of the words "sex" and "creed" in the second. I hope you will find his suggestion for consolidation to be feasible, and will take action necessary to implement this consolidation.

With warm regards,

Member of Congress

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| EDUCATION CENTER | Marylhurst; Oregon 97036 |
| College for Lifelong Learning | |

Date Proces

June 28, 1978

Representative Les AuCoin 231 Cannon House Office Bldg. Washington, D. C. 20515

Dear Mr. AuCoin:

As Chairman of the Board of Trustees of Marylhurst Education Center, I was informed at our most recent meeting that we must adopt two resolutions. The resolutions are as follows:

"Marylhurst Education Center admits students of any race, color, national and ethnic origin to all the rights, privileges, programs and activities generally accorded or made available to students at Marylhurst. It does not discriminate on the basis of race, color, national and ethnic origin in administration of its educational policies, admissions policies, scholarship and loan programs, and athletic and other Center-administered programs."

"Marylhurst Education Center admits students of any race, color, sex, creed or national and ethnic origin to all the rights, privileges, programs and activities generally accorded or made available to students at Marylhurst. It does not discriminate on the basis of race, color, sex, creed or national and ethnic origin in administration of its educational policies, scholarship and loan programs, and athletic and other Center-administered programs."

The Center has been informed by the Internal Revenue Service that the first of the above resolutions must be adopted in toto or the Center runs the risk of losing its education exemption. The second of the resolutions has been thrust down the throat of Marylhurst by the Department of Health, Education and Welfare regarding its funding of various and sundry money programs. Representative Les AuCoin Page - Two

My complaint is that the idiotic, bureaucratic competition between agencies of the federal government continues to run roughshod over the multitudes who pay the bills. Somehow in this nightmare of financial distress there must be a way to organize and settle on one policy applicable for all federal agencies. Am I asking too much? I think not!

Sincerely,

Thomas P. Joseph, Jr.

Chairman, Board of Trustees

TPJ:kka

cc: Sister Veronica Ann Baxter

Jim Corbett

Congress of the United States House of Representatives Washington, A.C. 20515

OFFICIAL BUSINESS



The Hon. Jimmy Carter President of the United States The White House Washington, D.C. 20500



THE WHITE HOUSE

WASHINGTON

July 29, 1978

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MEMORANDUM FOR THE PRESIDENT

FROM:

JACK WATSON

SUBJECT:

Weekly Reports from the Cabinet

Attached are the weekly reports to you from the Cabinet and others.

Miscellaneous

On Friday, July 28, I participated in a joint EPA, HUD and Interior press conference, together with Vernon Jordan, Frank Wallick, Chairman of the Board of the Urban Environment Conference, and Neil Goldstein of the Sierra Club. The purpose of the press conference was to announce the joint funding and scheduling of a major Conference on Urban Environment to be held in March 1979. The three-to-four day Conference will be attended by approximately 1,000 representatives of minority, labor, environmental and neighborhood groups from all over the country, who will meet to discuss the issues involved in balancing environmental concerns with other urban concerns, e.g., economic and community development, employment, open space, "quality of life," etc.

The Conference is significant, in part, because it emphasizes the involvement of the Sierra Club in urban environmental concerns, and because it pulls together a broad and unusual coalition, not only of Federal agencies, but of environmentalists and groups traditionally concerned with minority issues. The effort is another good example of interagency collaboration and public/private partnership in implementing your urban policy.

-- Before the press conference, Vernon took me aside and said that on Sunday, August 6, he will address the annual meeting of the National Urban League in Los Angeles. He reminded me that this will be the first anniversary of

his speech criticising the Administration's record on dealing with the concerns of minorities. He asked me what kind of a speech I would give on August 6th if I were in his position, knowing everything I know. I told him I would give the matter careful thought and send him an outline of the kinds of things I think he should note in his speech, based on your record of accomplishments over the past 18 months.

Although I don't want you to hold me responsible for what Vernon ends up saying, I think it's a good sign that he asked for some recommendations. Needless to say, his speech will be extremely well covered by the press. If (for a change) we could get him to say some positive things, and then follow his speech two days later with a really positive event on the bill-signing in New York City, we could have two positive hits on urban policy in quick succession.

Incidentally, the Urban Environment Conference is an umbrella organization started by the late Senator Phillip Hart. It has close ties to the UAW, and the man representing the group at the press announcement, Frank Wallick, is from the UAW.

-- Last Sunday evening I attended a fund-raising event for Pete Flaherty. He was most appreciative that you "asked me to attend his event for you." Pete reported a recent poll showing him with 39 percent of the vote to 13 percent for Thornburg, with the balance undecided.